ZONING ORDINANCE AMENDMENTS STUDIES:

NORTH SHATTUCK AND ELMWOOD COMMERCIAL AREAS

WORKING PAPER #2: EXISTING CONDITIONS; EVALUATION OF CANDIDATE SOLUTIONS

Prepared for the City of Berkeley

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TABLE OF CONTENTS

TABLE OF CONTENTS
(Continued)

LIST OF TABLES

LIST OF FIGURES

1.0. INTRODUCTION

This is the second of three working papers leading to revision of zoning regulations for two Berkeley business districts. Working Paper #1: Issues and Candidate Solutions, February 10, 1982, identified issues, listed possible solutions, and compared them with present regulations. It also described regulations used to deal with similar problems in other California cities. This paper evaluates each of the candidate solutions and recommends those the authors believe are most suitable for Berkeley. These proposals will be revised following comment at public meetings to be held April 15 in Elmwood and April 22 in North Shattuck, and put in draft ordinance form as Working Paper #3.

This paper also presents the results of surveys of patrons, businesses, and parking demand conducted in each of the districts during February and March. Readers must judge whether survey findings validate the recommendations.

1.1. SUMMARY OF RECOMMENDED REGULATIONS

Tentative recommendations to meet the concerns cited in the interim ordinances now in effect in the two districts are listed below. Further study and public comment may lead to changes before proposed ordinance text is drafted.

Purposes: Limit additional commercial floor area; maintain balance of retail and service uses; avoid additional parking deficits; increase housing supply.

Uses: Include as permitted uses those uses now requiring a use permit that have characteristics similar to presently permitted uses. Exclude uses now permitted by use permit that are likely to be incompatible. Require use permit only for a few uses--mainly institutional—for which standards cannot be prescribed.

Use quotas:

— Provide rent subsidies for personal and household repair services where necessary.

— Limit the share of total floor area to be occupied by financial institutions (banks and savings and loans) and by restaurants.

— Limit commercial uses to one floor (ground floor only), except that offices shall be permitted to occupy existing upper-floor commercial space.

— Exclude offices other than financial and travel from the 20 feet of a ground floor nearest a street.

— Require residential use on upper floors.

Maximum commercial floor area per site (new development): Lot width x 100 feet.

Maximum floor area per commercial establishment: 4,000 square feet North Shattuck (3,000 square feet restaurants); 2,500 square feet Elmwood.

Maximum number of establishments per site: 1 per 15 feet of main street frontage plus 1 per 30 feet of side street frontage.

Height: Minimum 2 stories; maximum 3 stories (Elmwood); 4 stories (North Shattuck).

Yards: Preserve 45-degree sun angle for residential building adjoining commercial rear yard.

Parking: North Shattuck: 2.5 spaces per 1,000 square feet commercial floor area on site or in-lieu payment and waiver of assessment district protest. Elmwood: 1.75 spaces per 1,000 square feet on-site for addition or conversion of 6,000 square feet or more of commercial floor area or in-lieu payment. Minimum 20-foot depth commercial frontage required on parking sites.

Design Review: All uses.

2.0. BUSINESS DISTRICT SURVEYS

2.1. PATRON INTERCEPT SURVEYS

During late February and early March, patron interviews were conducted in both the North Shattuck and Elmwood commercial districts. Survey forms were appended to Working Paper #1. In an effort to obtain a random sample, patrons were intercepted at varied locations, times of day, and days of the week. Age and sex selection were approximately proportional to the universe of patrons observed.[1]

2.1.1. North Shattuck

All but seven of the 252 persons interviewed were visiting businesses—an average of 1.8 businesses per trip to the district. More than half (52 percent) live within one-half mile of the district, 22 percent live within one mile, and 26 percent live more than one mile away.

Of the total number of visits, 79 percent were to neighborhood-serving establishments and 21 percent were to regional-serving establishments. Neighborhood establishments are defined as convenience stores and services, specialty food stores, banks and savings and loans, and some specialty shops and services including book stores, cameras and photography supplies, flower and plant shops, and hardware and houseware stores. Restaurants, all other specialty shops and services, automotive services, and offices and financial institutions are classified for this analysis as region-serving businesses.

Table 2.1 summarizes the residence location of the patrons.

TABLE 2.1
VISITS TO NORTH SHATTUCK ESTABLISHMENTS BY RESIDENCE LOCATION

	Patrons Living Within 1/2 Mile		Patrons Living Within 1 Mile		Patrons Living Over 1 Mile Away		Total	
	No.	%	No.	%	No.	%	No.	%
Neighborhood-Serving Establishments	188	43	69	16	89	20	346	79
Region-Serving Establishments	50	11	20	4.5	25	5.5	95	21

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[1] North Shattuck interviews were conducted by Phyllis Weinstock and Denise Cook, University of California students employed by the City of Berkeley. Elmwood interviews were conducted by the Elmwood Preservation Alliance, coordinated by Margo Rapaport and assisted by University of California student Joanna Grant.

The ratio of visits to region-serving establishments to visits to neighborhood-serving establishments was almost identical for persons living at different distances from the district, indicating that residence location has little validity as a predictor of service areas for businesses in the district. A "more than five miles away" tabulation of residential locations might have shown a proportionally heavier draw by region-serving businesses, although only 5.5 percent of all visits were to region-serving businesses by persons living more than one mile away.

Frequency of visit responses were: daily - 40 percent; 2 to 5 times per week - 37 percent; weekly - 13 percent; 1 to 3 times per month - 5 percent; less than once a month - 5 percent.

When asked the point of origin for their visit to the district, 59 percent of respondents said they began their trip at home, 8 percent at school, 8 percent from shopping elsewhere, 12 percent from work, and 13 percent from other points. Their arrival mode was 49 percent by auto (either driver or passenger), 5 percent by public transit, 12 percent by bicycle, and 34 percent by walking. Persons arriving by car visited nearly the same number of businesses per trip as those who used other modes. Parking locations were 62 percent in off-street lots, 17 percent at metered curb spaces, 15 percent at unmetered curb spaces, and 6 percent had no response.

When asked whether more parking was needed, 65 percent of all respondents said yes, 34 percent no, and 1 percent said they did not know. Locations of parking need mentioned most frequently were "everywhere," near Shattuck Avenue and Rose Street, near North Berkeley Center, and near Walnut Square.

TABLE 2.2
PATRONS' MOST AND LEAST DESIRED BUSINESSES FOR NORTH SHATTUCK

Most Desired Businesses		Least Desired Businesses	
Business	**Number of Times Mentioned**	**Business**	**Number of Times Mentioned**
1. Restaurants	10	1. North Berkeley Center	27
2. Shoe Repair	9	2. Shattuck Commons	9
3. Variety Store	7	3. Boutiques	9
4. Discount Store	6	4. Bank of America	8
5. Copy Service	5	5. Trendy Businesses/Junk Stores	5

Detailed survey results are in Appendix Table A1.

2.1.2. Elmwood

The 150 patrons interviewed visited an average of 2.4 businesses per trip. Elmwood is more strongly oriented to the immediate neighborhood than North Shattuck—63 percent of those interviewed lived within one-half mile of the district, 21 percent lived within one mile, and 16 percent lived over one mile away. Of the 363 business visits, 69 percent were to neighborhood-serving establishments and 31 percent were

to region-serving establishments (see the previous section on North Shattuck for a description of neighborhood-serving and region-serving establishments). Table 2.3 summarizes the visits to neighborhood and regional establishments by residence location.

TABLE 2.3
VISITS TO ELMWOOD
ESTABLISHMENTS BY RESIDENCE LOCATION

	Patrons Living Within 1/2 Mile		Patrons Living Within 1 Mile		Patrons Living Over 1 Mile Away		Total	
	No.	%	No.	%	No.	%	No.	%
Neighborhood-Serving Establishments	165	45.5	49	13.5	36	10	250	69
Region-Serving Establishments	73	20	25	7	15	4	113	31

The ratio of visits to region-serving establishments to visits to neighborhood-serving establishments by persons living at different distances from the district varied only slightly, indicating that residence location has little validity as a predictor of the service area for the businesses. A "more than five miles away" tabulation of residential locations might have shown a proportionally heavier draw by region-serving businesses, although only 4 percent of all visits were to region-serving businesses by persons living more than one mile away.

TABLE 2.4
PATRONS' MOST DESIRED BUSINESSES FOR ELMWOOD

Business	Number of Times Mentioned
1. Variety Store	58
2. Music Store/Records	53
3. Fresh Fish	39
4. Small Grocery	38
5. Deli	37
6. Butcher	36
7. Men's Clothing	27
8. Bike Store	25
9. Cheese Store	18
10. Wine/Beer	14
11. Hard Liquor	7

A survey question asking how often the patrons visit the district had the following responses: daily - 15 percent; 2 to 5 times per week - 56 percent; weekly - 20 percent; 1 to 3 times per month - 5 percent; less than once a month - 4 percent.

When asked the point of origin for their trip, 78.5 percent said they came from home, 7 percent came from school, 5 percent came from other shopping areas, 7 percent came from work, and 2.5 percent came from elsewhere. Their transportation mode was 10 percent by bicycle, 8 percent by public transit, 33 percent by driving, 1 percent were car passengers, and 48 percent walked.

Of the persons arriving in the district by car, 21 percent parked in off-street lots, 4 percent parked at metered curb spaces, and 75 percent parked at unmetered curb spaces. Persons arriving by car visited the same average number of businesses per trip as all patrons, but 40.5 percent of their visits were to region-serving businesses as compared with 31 percent of all visits, so it is fair to say that region-serving businesses in Elmwood attract more automobile traffic than local-serving businesses.

The survey is tabulated in Appendix Table A3.

2.2. TENANT SURVEY

A survey questionnaire was mailed by Blayney-Dyett to North Shattuck business district tenants in late February, and a similar questionnaire was mailed to Elmwood business district tenants by the Elmwood Preservation Alliance.[2]

2.2.1. North Shattuck

Survey questionnaires were mailed to 182 North Shattuck businesses on February 20. By March 26, 39 percent had been returned. Detailed results are in the Appendix to this paper; Working Paper #1 included the survey form.

Of the 71 businesses responding, 21 percent had been in business for under one year, 27 percent for between one and five years, 25.5 percent between five and ten years, and 25.5 percent over ten years.

Twenty-four percent of the respondents chose not to reply to the question asking for the monthly rental, and ten percent were owners of their buildings. Among those who answered, 8 percent pay less than $.75 per square foot, 17 percent pay between $.76 and $1.00 per square foot, 20 percent pay between $1.01 and $1.50, and 21 percent pay more than $1.50 per square foot.

Answers to a question about the lease expiration date exclude the 21 percent that have no lease, some because they are owners of their business's building, and 17 percent who left the space blank. Thirty-one percent of the respondents reported leases that expire between 1982 and 1984, 27 percent between 1985 and 1988, and 4 percent after 1989.

Of the businesses responding, 62 percent felt they had adequate space for their business, and 37 percent felt they needed more space. Only 6 percent felt their location was unsatisfactory. When asked where they would consider relocating if

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[2]Volunteer David Salk, assisted by Joanna Grant, supervised the Elmwood merchants survey.

relocation were necessary to meet space, location, or rent requirements, 51 percent said they would consider a nearby location, 10 percent would consider downtown Berkeley, 20 percent would consider other Berkeley locations, and 27 percent would consider locations outside Berkeley. If the sample is representative, this suggests that most businesses that could operate at different locations do not have a strong allegiance to Berkeley and are not attracted to downtown.

Of the 60 businesses listing their average daily number of visitors, 31 have between 1 and 50 per day, 12 have between 51 and 100, 6 have from 101 to 200, 4 have from 201 to 300, 3 have from 301 to 400, 3 have from 401 to 500, and 1 business has over 500 visitors per day.

Businesses were asked to estimate the percentage of their patrons that drive, take public transportation, bicycle, walk from home, or walk from work. Eight businesses did not respond. The average estimate of those driving was 68 percent (vs. 49 percent of patrons interviewed), and of those taking a bus or BART was 4 percent. The average estimate of those using bicycles was 4 percent, those walking from home was 14 percent, and those walking from work was 10 percent.

Of the 62 businesses answering, 5 estimate that more than 75 percent of their patrons live within one-half mile, 31 businesses said that between 25 and 75 percent of their patrons live over one-half mile away, and 26 businesses said that more than 75 percent of their patrons live over one-half mile away.

When asked if they were willing to pay directly or through their lease for additional off-street parking, 27 percent said yes, 27 percent said no, 44 percent said maybe, and 3 percent did not answer. We interpret this as an indication that a well-designed parking program could win support. A majority of respondents in all except the automotive category said "yes" or "maybe," although support was strongest among offices and financial institutions.

Tenants were asked which businesses are important because they attract patrons and which new businesses they would like to see in the district. The most frequently mentioned businesses are:

TABLE 2.5
MOST IMPORTANT BUSINESSES
TO NORTH SHATTUCK TENANTS

Ten Most Important Businesses		Ten Most Desired Businesses	
Business	**Number of Times Mentioned**	**Business**	**Number of Times Mentioned**
1. Co-op Market	9	1. Restaurants	11
2. Food Establishments	8	2. Parking	9
3. Peets Coffee	7	3. Food Establishments	6
4. Virginia Bakery	6	4. Shoe Repair	5
5. Restaurants	6	5. Business Offices	5
6. Walnut Square	5	6. Bars	4
7. Cocolat	5	7. Copy Center	3
8. Co-op Hardware	5	8. Jewelry	2
9. Virginia Cleaners	4	9. Shoe Store	2
10. Chez Panisse	4	10. Men's Clothing	2

2.2.2. Elmwood

The Elmwood tenant survey drew a 38.5 percent response from the 83 businesses. Of those responding, 9 percent have been in business under one year, 13 percent between one and five years, 6 percent between five and ten years, and 72 percent for over ten years—indicating exceptional stability in the district. One of the businesses responding owns its building, and 31 percent did not disclose their monthly rental. Of those responding, 28 percent pay under $.75 per square foot per month, 25 percent pay between $.76 and $1.00, 10 percent pay between $1.01 and $1.50, and 3 percent pay over $1.50 per square foot per month.

One business is an owner-occupant, 19 percent have no lease, and 25 percent did not report the year of their lease termination. Leases that expire between 1982 and 1984 total 25 percent of the responses, 22 percent expire between 1985 and 1988, and 9 percent expire in 1989 or later.

Of the businesses responding, 78 percent feel they have adequate space and 22 percent think they need more space; 66 percent are satisfied with their location, 6 percent are dissatisfied, and 28 percent did not answer. Half would consider relocating nearby, 6 percent would consider downtown Berkeley, 16 percent would consider other Berkeley locations, and 31 percent would consider locations outside Berkeley. As in North Shattuck, few consider downtown an acceptable alternative location.

Six Elmwood businesses did not give their average number of daily visitors; 11 businesses have between 1 and 50 visitors per day, 5 have between 51 and 100, 4 have from 101 to 200, 3 have from 301 to 400, 1 has from 301 to 400, and 1 has over 500 visitors per day.

Elmwood businesses estimate that an average of 47 percent of their patrons drive (vs. 34 percent of patrons interviewed), 6 percent use public transportation, 3 percent use bicycles, 34 percent walk from their homes, and 10 percent walk from work. Seven businesses estimate that more than 75 percent of their patrons live within one-half mile, 18 estimate that 25 to 75 percent of their patrons live more than one-half mile away, and 7 estimate that over 75 percent of their patrons live more than one-half mile away.

Of the respondents, 16 percent of Elmwood businesses indicated a willingness to pay for off-street parking either directly or through their lease, 53 percent would not be willing to pay and 31 percent may be willing to pay. While there is less willingness to pay for parking than in North Shattuck, there is significant interest, considering that spaces usually are available now and sites for more parking are not evident.

Tenants were asked which businesses are important because they attract patrons and which new businesses they would like to see in the district. Only seven businesses were mentioned more than once as being desired.

TABLE 2.6
MOST IMPORTANT BUSINESSES TO ELMWOOD TENANTS

Ten Most Important Business

Business	Number of Times Mentioned
1. Wells Fargo Bank	5
2. All Businesses	4
3. Elmwood Hardware	4
4. Elmwood Stationery	4
5. Restaurants	4
6. Sweet Dreams	3
7. Post Office	3
8. Movie Theater	2
9. Beauty Shops	2
10. Men's Clothing	2

Seven Most Desired Businesses

Business	Number of Times Mentioned
1. Meat Market	6
2. Men's Clothing	6
3. Art-Related Uses	6
4. Fish Market	4
5. Variety Store	3
6. Restaurants	3
7. Grocery Store	3

Tables summarizing the results of the survey are in the Appendix.

2.3. PARKING SURVEYS

2.3.1. North Shattuck

Table 2.7 summarizes the average parking vacancy rate in the North Shattuck district, based on surveys conducted by University of California students in late February and early March 1982.[3]

Only two blocks (four block faces each) have an average midday parking vacancy rate of over 15 percent; the block bounded by Milvia, Virginia, Shattuck, and Francisco streets, and the block bounded by Shattuck, Virginia, Walnut, and Delaware streets. Both are mainly residential blocks. The blocks containing the districts' three supermarkets (blocks 9, 10, and 11 in Table 2.7 average no vacancies on weekdays or Saturdays. A 10 to 15 percent vacancy rate is essential if parking supply is to be considered satisfactory.

Except for the one primarily residential block bounded by Milvia, Virginia, Shattuck, and Francisco streets (a block with 3 large vacant lots and 30 off-street parking spaces for 15 small businesses), the entire survey area south of Cedar Street and west of Shattuck averages no weekday curb vacancies. This would seem to indicate a high rate of either or both in-commuter and out-commuter parking.

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[3] North Shattuck parking vacancy surveys were conducted on Wednesday, March 3, from 11:30 a.m. to 1:00 p.m.; on Friday, March 5, from 12:00 noon to 2:00 p.m.; and on Saturday, February 20, from 12:30 to 4:00 p.m.

TABLE 2.7
NORTH SHATTUCK PARKING VACANCY SURVEY

Streets Bounding Block	Parking Type	Average Weekday Vacancy (Percent)	Average Saturday Vacancy (Percent)
1. Hearst, Shattuck, Milvia, Delaware	Curb	0.0	12.5
2. Delaware, Milvia, Shattuck, Francisco	Curb	0.0	25.0
3. Francisco, Shattuck, Milvia, Virginia	Curb	16.0	20.0
	Lot	0.0	23.5
4. Virginia, Shattuck, Milvia, Lincoln	Curb	0.0	0.0
	Lot	20.0	40.0
	10 Min. Zone	74.0	23.0
5. Lincoln, Shattuck, Milvia, Cedar	Curb	0.0	10.0
6. Walnut, Cedar, Shattuck, Virginia	Curb	21.0	1.0
	Lot	12.0	0.0
7. Walnut, Shattuck, Virginia, Delaware	Curb	45.0	51.0
8. Delaware, Walnut, Shattuck, Hearst	Curb	0.0	8.0
9. Henry, Cedar, Shattuck, Vine	Curb	22.5	5.0
	Lots	5.0	2.0
10. Vine, Shattuck, Rose, Henry	Curb	8.5	14.0
	Lots	23.0	1.5
11. Vine, Shattuck, Walnut, Rose	Curb	9.0	3.0
	Lot	23.0	15.0
12. Cedar, Shattuck, Walnut, Vine	Curb	0.0	0.0

2.3.2. Elmwood

Table 2.8 shows average parking vacancies in the Elmwood district. Average parking vacancies are based on surveys of entire blocks rather than of each block face, conducted by University of California students in late February and early March 1982.[4]

Curb spaces north of Ashby Avenue and Elmwood Avenue in general have a low parking vacancy rate; only the block bounded by Stuart, Piedmont, Russell, and Cherry streets has average vacancies over 15 percent. The area south of Ashby and Elmwood averages higher curb parking vacancies because the blocks west of College Avenue are partially in the Bateman preferential parking area. Three of the four parking lots in the Elmwood area have a moderate vacancy rate, the exception being the 7-11 parking lot in the block bounded by College, Stuart, Cherry, and Russell streets. A five-day survey of the metered lot of Russell conducted in January by the Elmwood Preservation Alliance found it full only on Saturday afternoon.

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[4]Elmwood parking vacancy surveys were conducted on Wednesday, February 17, from 11:30 a.m. to 1:00 p.m.; on Saturday, February 27, from 3:45 to 4:45 p.m.; and on Saturday, March 6, from 3:15 to 4:15 p.m. Additional surveys of the Elmwood municipal parking lot were conducted by the Elmwood Preservation Alliance between January 20 and 23, from 11:00 a.m. to 5:00 p.m. daily.

TABLE 2.8
ELMWOOD PARKING VACANCY SURVEY

Streets Bounding Block	Parking Type	Average Weekday Vacancy (Percent)	Average Saturday Vacancy (Percent)
1. College, Benvenue, Russell, Stuart	Curb	11.0	10.0
2. Russell, College, Benvenue, Ashby	Curb Lot	3.5 42.5	7.0 16.0
3. Russell, Benvenue, Stuart, Hillegas	Curb	6.0	39.0
4. Russell, Benvenue, Hillegas, Ashby	Curb	7.5	14.0
5. College, Ashby, Benvenue, Webster	Curb	19.0	6.5
6. Ashby, Benvenue, Webster, Hillegas	Curb	36.5	46.5
7. College, Russell, Stuart, Cherry	Curb Lot	6.0 3.5	15.0 0.0
8. College, Russell, Piedmont, Ashby	Curb Lot	6.5 8.5	12.5 29.5
9. Ashby Place, Ashby	Curb	10.0	16.5
10. Elmwood, Ashby, Piedmont	Curb	0.0	18.5
11. Piedmont, Webster, Elmwood, College, Ashby	Curb Lot	36.0 22.5	19.0 20.0
12. Stuart, Cherry, Russell, Piedmont	Curb	36.0	45.0

3.0. EVALUATION OF CANDIDATE SOLUTIONS

Each of the candidate solutions listed in Working Paper #1 is evaluated in this section and those we believe most workable are recommended. In several instances, two or more alternatives are described to solicit comment on solutions we believe could be equally effective.

3.1. REGULATE BUSINESS TYPES

3.1.1. Prevent Entry of New Region-Serving Uses

Quotas for amount of frontage and floor space occupied by specified business types (see 3.1.3 below) can prevent overconcentration of certain businesses and inclusionary provisions can help encourage certain neighborhood-serving businesses, but we do not believe it is practical or desirable to attempt to regulate on the basis of presumed origin of patrons. The patron survey found that 53 percent of the visits to "so-called" region-serving businesses in North Shattuck and 65 percent in Elmwood were by persons residing within one-half mile.

If it is not practical to regulate the quality, variety, or price of confections, cheeses, clothing, or restaurant meals, the basis for a narrowly drawn list of permitted uses is weakened. If boutiques are permitted by right, why not bicycle shops, arts and crafts stores, furniture stores, and musical instrument stores, which now require use permits in the C-1A and C-1B districts? If there are maximum store size limitations, these stores are among the most likely to have owner-operators. If they are excluded, the same space is likely to be filled by boutiques. So far, the use permit process has not excluded stores, although potential applicants may not have sought approval.

We believe neighborhood-serving character can best be preserved by:

- Limiting total commercial area;
- Limiting floor area per establishment;
- Establishing quotas for banks, savings and loans, and restaurants;
- Establishing inclusionary regulations to create opportunities for needed services that have low rent-paying capability;
- Excluding certain types of offices and office frontage.

Examples of present permitted or conditional uses in the C-1 district that might appropriately be excluded from North Shattuck and Elmwood are:

- Fast-foods (high traffic generation, high parking requirement; potential design and maintenance problems) (see Sec. 3.1.3)
- Adult-oriented businesses
- Phone Center Store (high traffic generation because it is a one-of-a-kind establishment serving the entire city)
- Computers and supplies
- Hotels
- On-sale alcoholic beverages other than beer and wine

- Stereo and tape recording equipment (tend to be high traffic generators with heavy advertising and large service area)
- Testing laboratories
- Automotive services except service stations
- Financial services other than banks and savings and loans (realtors, insurance brokers, and accountants would be permitted, but insurance offices and stockbrokers would not)
- Medical and dental offices
- Governmental offices
- Title companies
- Copy and printing services exceeding a specified maximum size
- Storage of goods and materials

3.1.2. Amortize and Eliminate Some Existing Region-Serving Uses

Non-conforming uses that may be created by new regulations, such as those suggested in 3.1.1 above, could continue but could not expand (except by use permit) and could not be recommenced or replaced if they ceased operation for one year.

3.1.3. Establish Quotas by Business Category

It would be possible to allocate frontage or floor area by the six business categories defined in Working Paper #1, or some other grouping designed to maintain the existing balance. A primary purpose would be to ensure that neighborhood convenience stores and services will not be displaced. The space or frontage occupied by offices can readily be controlled as it already is in Elmwood (C-1B district), but regulating retailing is more difficult. Eight categories of neighborhood convenience stores and services have been identified using Berkeley Zoning Ordinance definitions:

Barber and Beauty Shops. (Nine in North Shattuck; seven in Elmwood.) These are the most numerous business type. They occupy small spaces and pay relatively high rent per square foot, so probably do not need protection.

Laundry and Dry Cleaning Agents; Self-Service Laundries. (Three in North Shattuck; four in Elmwood.) Rising rents may limit the number of establishments and reduce price competition, but we are not aware of neighborhood shopping areas that are without these services. Convenience is the most important attribute for the customer, so profit is almost assured for one or more establishments of each type.

Drugs and Personal Care Items. (Four in North Shattuck; three in Elmwood.) These range from traditional drugstores to boutiques. Pharmacies are unlikely to disappear, although the traditional drugstore faces increasing competition from all quarters--supermarkets, 7-11, superdrugs, and bath boutiques.

Food Products. (Five in North Shattuck; three in Elmwood.) The supermarkets in North Shattuck and the 7-11 in Elmwood do not need protection from rent escalation, but the other food stores are vulnerable. The "other food stores" are similar to "specialty foods" (see Working Paper #1) and cannot reasonably be regulated separately. Natural foods and Cocolat are similar uses. If space is to be reserved for food sales, it must be recognized that the food sold may be high-priced imported cheese.

Repair of Personal or Household Items. (None in North Shattuck; two in Elmwood.) College Avenue Electric and John's Shoe Repair are the best examples of prized neighborhood services that are threatened by high rents.

Making Space Available for Repair Services

The problem with a system of regulation that attempts to reserve a specified amount of space for neighborhood convenience stores and services is that there will be few of the types of establishments needing protection available to occupy reserved space at any given time. If the floor area reserved for neighborhood-serving businesses were set at the amount currently occupied, loss of any neighborhood-serving tenant would mean that the space must remain vacant until a new neighborhood-serving tenant is available.

A more workable alternative would be to target a share of new space for the repair services in greatest need of protection or inducement.

Three alternatives merit consideration:

1. Ordinance provisions as follows: "An occupancy permit for contiguous commercial space exceeding 6,000 square feet under one ownership shall not be issued unless 10 percent of the space shall have been offered for a period of 60 days for a two-year or longer lease by neighborhood repair services. The terms of rental shall be the same as for other tenants, provided that the monthly rental per square foot shall not exceed 50 percent of the average base rental obtained for all other space on the premises. Leases may contain an override allowing rent to rise to the average for the premises after one year if sales volume per square foot equals or exceeds the average for the premises."

   Businesses eligible for inclusionary leases would include those having as their principal source of income on-premise repair of shoes, small household appliances, jewelry and watches, luggage, bicycles, and clothing alterations. The subsidized rental of 10 percent of space available would represent a 5 percent overall reduction of rentals--a not unreasonable contribution to district needs by a development of this size. Administration could be time consuming.

2. The Parking and Business Improvement Area Law of 1965 (Streets and Highways Code, Sec. 36000-36004) could possibly be used to subsidize businesses offering repair of personal or household items. The tax on businesses within a parking and business improvement area, which is in addition to the general business license tax, may be used for "the general promotion of retail trade activities," while Sec. 36004 states that "This part is intended to be construed liberally." The case would rest on the importance to the vitality of the entire business district of having the repair services available as a convenience to patrons of other businesses.

3. If parking structures are built by a parking assessment district, commercial space within them could be leased to repair businesses at less than market rates, based on the benefits that would accrue to the district.

Preventing Excessive Financial Institution or Restaurant Concentration

Two types of businesses that could upset the existing balance by expanding their share of available space are financial institutions (banks and savings and loans) and restaurants.

While banks and savings and loans clearly are local-serving neighborhood businesses, excessive displacement of neighborhood business with less rent-paying capability has occurred elsewhere as a result of the desire of each regional institution to be represented in each neighborhood. North Shattuck now has five banks and savings and loans and Elmwood has two.

TABLE 3.1
EXISTING BANK AND SAVINGS & LOAN SPACE AND PROPOSED STANDARDS

	Floor Area (Square Feet)	% of Total Commercial	Frontage (Linear Feet)	% of Total Commercial
North Shattuck				
Existing	29,950	6.8	260	5.4
Proposed Maximum	29,950	—	—	—
Elmwood				
Existing	5,400	3.3	232	9.1
Proposed Maximum	7,900	4.8	275	10.8

Restaurants are an expanding segment of the economy in both districts, as in the Bay Area and nationally. Continuing the current policy (now maintained on a case-by-case basis) of allowing only beer and wine licenses with resturants in both districts will inhibit formation of resturant rows, but will not discourage high-quality restaurants. Neighborhood restaurants that cannot afford an unrestricted on-sale liquor license will have a better chance to remain.

The best place to locate a restaurant is near successful restaurants, so both floor area and frontage limitations are appropriate. North Shattuck has 22 restaurants and Elmwood 8, but if restaurant space is limited by standards, it must be recognized that inexpensive restaurants catering to the neighborhood and particularly to students will be the first to go. For this reason, we believe regulation should be loose enough to allow about twice the current proportion of restaurant space.

If fast-food restaurants of the type that generate heavy traffic—such as McDonald's or Jack-in-the-Box—are to be prohibited, thought should be given as to whether small sandwich shops, which do not have the same impact, will fall under the same definition.

TABLE 3.2
EXISTING RESTAURANT SPACE
AND PROPOSED STANDARDS

	Floor Area (Square Feet)	% of Total Commercial	Frontage (Linear Feet)	% of Total Commercial
North Shattuck				
Existing	21,370	5.6	787	19.2
Proposed Maximum	45,000	11.2	1,050	25.7
Elmwood				
Existing	12,000	8.6	234	7.8
Proposed Maximum	24,000	15.8	354	15.0

Table 3.3 summarizes street frontage in both districts by the use categories that were discussed in Working Paper #1.

3.1.4. Limit Location of Offices

Currently, offices (other than banks and savings and loans) occupy 6,370 square feet in Elmwood and an undetermined, but much larger, floor area in North Shattuck. Ground-floor frontage occupied by offices measures 72 feet in Elmwood and 424 feet in North Shattuck. Except for travel agencies and some realtors, the offices could be downtown or elsewhere. Limiting ground-floor frontage would be a practical means of relieving pressure on retail rents without increasing total commercial floor area.

The number of travel agencies the market can support is limited, so there appears to be no need to restrict them. We propose that other offices be limited to existing non-residential space above the ground floor (second level) and to the ground floor more than 20 feet distant from the front of a building. Existing ground-floor office frontage would become non-conforming. If retail were limited to the ground level, existing upper-level retail space in North Shattuck would become a source of potential office space for offices as tenants change, provided non-conforming use regulations are amended to require each new business occupancy to conform to current regulations.

3.1.5. Limit Retail Uses to Ground Floor

Restricting retail and service use to a single level is a reasonable way to limit total retail floor area, to prevent construction of additional space that is likely to be leased mainly by boutiques, and to reserve space for residential units. Under the present ordinance, a non-conforming retail use could continue unless the space were vacant for a period of one year, so upper-floor retail use would be unlikely to be eliminated as long as a rental market exists.

TABLE 3.3
STREET FRONTAGE BY USE

Use	NORTH SHATTUCK Use Frontage Feet	NORTH SHATTUCK Use Frontage Percent	NORTH SHATTUCK Parking Frontage Feet	NORTH SHATTUCK Parking Frontage Percent	ELMWOOD Use Frontage Feet	ELMWOOD Use Frontage Percent	ELMWOOD Parking Frontage Feet	ELMWOOD Parking Frontage Percent
Category 1: Neighborhood Convenience Stores & Services	1,025	(10.7)	510	(5.3)	633	(20.8)	402	(13.2)
Category 2: Specialty Foods	219	(2.3)	—	—	162	(5.3)	12	(0.4)
Category 3: Restaurants	457	(4.8)	245	(2.6)	234	(7.7)	—	—
Category 4: Specialty Shops & Services	747	(7.8)	110	(1.1)	1,034	(34.0)	—	—
Shattuck Commons & North Berkeley Center	645	(6.7)	10	(0.1)	—	—	—	—
Berkeley Repertory Site	—	—	—	—	44	(1.4)	—	—
Category 5: Automotive Services	310	(3.2)	270	(2.8)	62	(2.0)	—	—
Category 6: Offices & Financial Institutions	684	(7.1)	375	(3.9)	304	(10.0)	23	(0.7)
Total	4,087	(42.6)	1,520	(15.8)	2,473	(81.2)	437	(14.3)
Total Frontage in District	9,590[a]				3,045			

[a]Most of the 3,393 feet on non-commercial frontage in North Shattuck is residential.

We propose that the ordinance be amended to prohibit construction of new upper-level commercial space and to prevent conversion of existing upper-level office space to retail or service use. To avoid unnecessary disruption of multi-level commercial structures, no change in the location of existing retail and service space would be required, but the retail and service floor area exceeding the gross leasable area of the ground-floor would become non-conforming. When tenants change, excess retail or service space would have to be converted to office space. This would meet some of the demand resulting from excluding offices from ground-floor frontage.

3.1.6. Limit Changes in Stock and Merchandising that Occur Without Change of Ownership

The intent of such a regulation would be to require merchandising oriented to neighborhood rather than region-serving needs. It would be extremely difficult to administer and would unduly interfere with business management without commensurate public benefit.

3.1.7. Regulate Uses According to Traffic Generation

Direct regulation according to traffic generation is not practical because most business categories may have wide variation depending on merchandising practices. The proposals to limit banks and savings and loans (Sec. 3.1.3) and to exclude fast foods (Sec. 3.1.1) would reduce traffic potential. Supermarkets are heavy traffic generators, but are essential.

3.2. REGULATE SCALE OF BUSINESSES AND BUILDINGS

3.2.1. Set Maximum Floor Area Per Establishment

This is the single most effective regulation proposed to prevent entry of new high-volume retailers in the two business districts. Reasonable limits would be 4,000 square feet for retail and service establishments, except 3,000 square feet for restaurants in North Shattuck (vs. no limit existing), and 2,500 square feet in Elmwood (vs. 4,000 square feet existing) for all uses. Bona fide supermarkets and theaters would be excepted.

Under this regulation, conversion of the Lucky supermarket to other uses would require division into four or more establishments.

The following existing retail and service uses would become non-conforming but could continue without restriction:

North Shattuck. Pacific Telephone, 20,000 s.f.; Bill's Drugs, 8,500 s.f.; Dale Sanford TV, 5,800 s.f.; Bank of America, 21,600 s.f.; French Hotel & Cafe, 10,000 s.f.; Co-op Drug, Variety, Hardware, 10,000 s.f.; State Office Building, 29,700 s.f.

Elmwood. Wells Fargo Bank, 4,200 s.f.; Berkeley Repertory site, 10,200 s.f. (but tenants each may occupy less than 2,500 s.f.); Elmwood Garage, 15,000± s.f.; Post Office, 4,800 s.f.; The Ivy Shop, 3,000 s.f.; Benson's Sporting Goods, 3,600 s.f.; Slater-Marinoff Furniture, 2,800 s.f.

3.2.2. Set Minimum Floor Area Per Establishment

The proposed limitation on the number of retail and service establishments in relation to street frontage under 3.2.4 below would limit the number of shops on a site.

3.2.3. Set Maximum Frontage Per Establishment

This is accomplished indirectly by the proposed floor area limitations in 3.2.1 and need not be regulated further.

3.2.4. Set Minimum Frontage Per Establishment

To limit the number of shops on a site, the Zoning Ordinance could require 15 feet of main street frontage or 30 feet of side street frontage per retail store or service business. As turnover occurs, some mall shop space would have to be combined or converted to offices if the non-conforming use provisions are rewritten to require it. North Berkeley Center, which currently has 28 shop spaces, would be limited to 13 retail or service establishments for its 130-foot frontage on Shattuck and 130-foot frontage on Cedar.

3.2.5. Set Maximum Floor Area as a Percentage of Parcel Size (Floor Area Ratio)

Floor area is the single best indicator of intensity of activity. It can be regulated directly or by prescribing setbacks and number of floors. No setbacks are needed on commercial lots, although height should be regulated adjoining residentially zoned property. Some persons may wish to require or provide incentives for setbacks or plazas for commercial frontage on Shattuck, but we believe that a proliferation of plazas would destroy the potential urban quality of the street. Setbacks need not be prohibited, but they should not be required or encouraged (see Design Review).

If a height limit is prescribed, commercial uses are limited to one level, and light and air requirements for upper residential units establish yards and courts above the first level, then the only reason to specify maximum floor area would be to limit commercial floor area to less than the lot area.

A ratio for retail or service space less than a 1.0 ratio would result in construction of courtyards, office, or residential space at the ground level. It would make about a dozen parcels in North Shattuck and three in Elmwood non-conforming.

Each of the districts includes a substantial number of deep lots—with large areas that are not presently used for retail or service space. If all ground-floor area (except supermarket sites) were developed for retail and service use, there would be a dramatic increase.

Only four buildings other than the supermarkets exceed 100 feet in depth and these are 120 feet or less: Shattuck North Center, Bank of America, Co-op Hardware, and Elmwood Garage.

A reasonable control would be to limit new commercial floor area to the lot width times 100 feet or the lot depth, whichever is less.

TABLE 3.4
EXISTING AND POTENTIAL COMMERCIAL FLOOR AREA

	Existing Total (Square Feet)	Possible at 1.0 Floor Area Ratio[a]	Possible at Floor Area Ratio = Width x 100 Feet[a]
North Shattuck	378,000	491,000	428,000
Elmwood	139,500	182,000	162,000

[a]Supermarket sites and parking excluded.

3.2.6. Set Maximum Commercial Floor Area in District

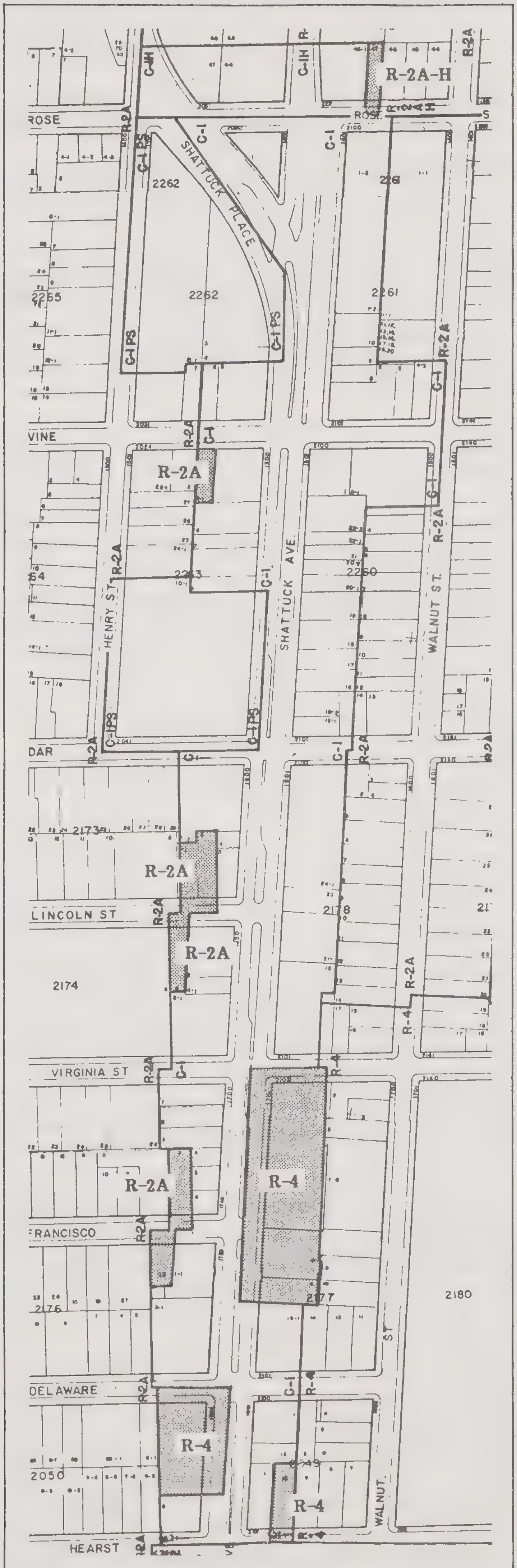
This would be inequitable unless it can be demonstrated that some parcels are less suited to intensive development than others by reason of their location. If this is so, their development should be limited by setbacks or floor area ratio.

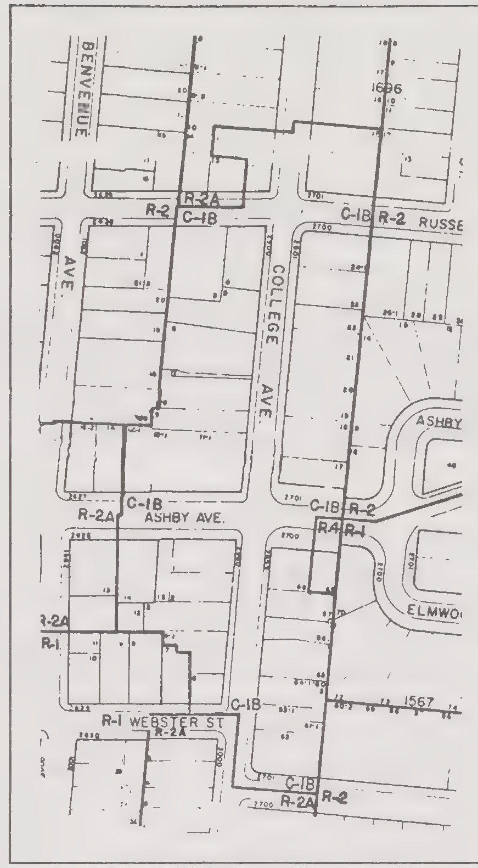
3.2.7. Require New Buildings to be Two or Three Stories

Although one-story buildings are dominant in both districts, construction of more one-story buildings would forego opportunities for residential development bearing little site cost except for parking and for enhancing the sense of street enclosure that creates an urban feeling. We recommend that a second level be required in both districts and a third level be permitted in Elmwood and a fourth level on Shattuck. The height limits would be 32 feet in Elmwood and 40 feet in North Shattuck.

3.2.8. Reclassify Parcels or Portions of Parcels Not in Commercial Use and Adjoining "R" Districts to an "R" District

Eight parcels in the North Shattuck district having frontage on cross streets and not currently used for commercial purposes should be reclassified to the adjoining residential district. Two large parcels south of Virginia Street that are developed with apartments should be reclassified to the R-4 district. Figure 1 illustrates these proposals.





Elmwood Commercial Area

Figure 1.

EXISTING AND PROPOSED ZONING

Tone Indicates Proposed Reclassification From C-1

0' 500'

Source: City of Berkeley Comprehensive Planning Department

North Shattuck Commercial Area

3.3. HOUSING AND RESIDENTIAL AREAS

3.3.1. Require a Minimum Ratio of Residential Floor Area to Commercial Floor Area in New Developments

If two levels are required to be built and only one level of commercial use is permitted, the second level automatically becomes residential. To allow for rear setbacks and courts, the residential floor area need not exceed .75 of the maximum allowable commercial floor area. Residential development would not be required as part of a parking structure containing the minimum amount of commercial floor area (see 3.5.4).

Off-street parking at a ratio of one space per dwelling unit should be provided unless the Board of Adjustments finds it would be unduly disruptive to pedestrian circulation or retail frontage, in which case an in-lieu contribution representing the current construction cost of on-site space should be required. In-lieu payments would be contributed to a parking assessment district and would entitle the contributors to use of an assigned space when spaces become available for payment of maintenance costs only. This proposal, which would provide some residential parking at less than the actual cost, would be a moderate subsidy by commercial development to residential development.

3.3.2. Allow Only Residential Use Above Ground Floor

Existing upper-floor commercial uses would become non-conforming, but could remain.

3.3.3. Regulate Yards, Heights, and Openings to Maintain Residential Quality on Adjoining Lots in "R" Districts

Current regulations allow sun-blocking commercial buildings to be built adjoining residential rear yards. If structures on commerically zoned lots were prevented from intersecting a 45-degree plane beginning 15 feet above the rear lot line, the sun would strike residential buildings with a 15-foot rear yard between about 10 a.m. and 2 p.m. at the equinox (approximately March 21 and September 21). This would apply to commercial lots fronting on College or Shattuck or on the north sides of cross streets. Regulations could be more liberal for commercial lots on the south sides of cross streets.

It is more difficult to protect residential side yards adjoining commercial side yards because the same rule would be more stringent than the present rule applying to residential side yards. We propose that the 45-degree plane be measured from the present 5-foot side yard at a height of 28 feet.

3.4. PARKING

3.4.1. Do Not Permit Additional Off-Street Parking

Prohibition of additional parking would tend to hold rents down and might limit additional commercial development, but would create a hardship for existing businesses—particularly those that now provide parking—and for patrons. Patron surveys in both North Shattuck and Elmwood show relatively low automobile usage, suggesting that there may be little potential for further diversion of trips to other travel modes. Circling and queuing in search of a parking space wastes fuel, pollutes the air, and congests traffic.

3.4.2. Require Parking for All New or Converted Commercial Uses

Table 3.5 indicates that parking should be supplied at a ratio of 2.5 spaces per 1,000 square feet of commercial area in North Shattuck and 1.7 spaces per 1,000 square feet in Elmwood. Although parking demand varies significantly by type of establishment and business volume, supply cannot readily be adjusted as tenants change. The estimates of need are based on the 5 spaces per 1,000 square feet actually occupied in shopping centers that are entirely dependent on the automobile, and are factored down to allow for the shares of patrons arriving by other means as determined by North Shattuck and Elmwood surveys. If business volume currently is higher or lower than in a typical shopping center, the latent parking demand may be more or less than the table shows. Unmet latent demand presumably diverts sales to other locations, although many North Shattuck and Elmwood patrons may accept inconvenient parking because neither district faces competition that offers more convenience.

In North Shattuck, all new commercial development or major conversion or expansion should be required to provide on-site parking if feasible and if it can be provided without unacceptable disruption of commercial frontage. A 4,000-square-foot business would require 10 spaces.

Alternatively, the city should collect an in-lieu fee representing the estimated current cost of providing the spaces:

Land: $30 per square foot
Structure: 3 levels at $18 per square foot
Average parking area cost per square foot: $29
Average square feet per car: 300
In-lieu payment per space: $8,700

All in-lieu payments would be credited against any assessment levied by a parking district and any surplus (including interest) would be repaid. When a specific parking assessment district proposal is formulated, costs can be estimated more accurately and in-lieu payments escalated annually using the construction cost index.

TABLE 3.5
PARKING SUPPLY AND POTENTIAL DEMAND

	North Shattuck	Elmwood
Estimated Commercial Floor Area	378,000	139,500
Off-Street Parking Spaces	485	80
Metered Street Spaces	234	118
Total Existing Short-Term Spaces	719	198
Spaces Per 1,000 Square Feet	1.90	1.42
Auto Driver or Passenger; Percent of All Patrons Interviewed	49%	34%
Potential Demand - Spaces Per 1,000 Square Feet if 5 Spaces Needed with All Trips By Car (% auto trips x 5)	2.45	1.70
Estimated Deficit, Spaces Per 1,000 Square Feet	0.55	0.28
Estimated Deficit, Spaces	208	39

The scope of this study does not include proposing specific parking sites, but the locations where parking is needed and most of the potential sites are obvious. In North Shattuck, additional space can be provided on Shattuck between Shattuck Place and Rose. Structure parking on this site would be a possibility, but would not be as efficient as a location farther south. It would be difficult to assemble a site for a structure (100 feet minimum dimension needed) without condemnation and removal of existing businesses, so the most likely sites are those now used for parking. The calculated 208-car existing deficit could be met by a three-level structure on a portion of the Co-op Supermarket and Bank of America lots. If well designed, the structure could enhance the Shattuck frontage and need not diminish the identity of any existing business as seen from Shattuck. The present owners of the land could have their immediate adjoining off-street parking supply increased, from 162 to 370 spaces or more, with their land contribution approximating their share of the project. They would be relieved of the present need to police their lots, but would have to use a token or validation system if they wish their customers to park free.

In Elmwood, the 13,000-square-foot garage site is the only apparent potential parking site unless the conclusion of the 1975 parking study—that land behind the stores on the east side of College cannot be efficiently used—is revised.

3.4.3. Require Parking for Any Intensification of Use

An attempt to use this solution to the parking problem involves the difficulty of determining how much more parking is required by a restaurant, for example, than by a clothing store, which may have been the prior use. Such determinations are further complicated by questions such as "What time of day does peak demand occur—during the district peak or later?" A restaurant does require more parking, so the changes

of use would have to be denied or an in-lieu fee collected, because in most cases the parking could not be provided on an existing site.

We believe the equitable and administrable solution is the uniform parking ratio applied to any expansion of presently occupied commercial floor area in North Shattuck. In Elmwood, the requirement would be applied to all contiguous floor area under one ownership when the total commercial floor area of the project exceeds 6,000 square feet.

3.4.4. Link Zoning Provisions to a Specific Potential Parking Assessment District

The in-lieu charges described in 3.4.2 are defensible over time only if the city has a plan to provide the parking. The charges reasonably could be required to be refunded if stated benchmarks in formation of a parking district have not been reached within a prescribed time after the fees have been paid. However, merchant survey response in North Shattuck indicates that a district would have a good chance of success.

The critical point in parking district formation is when the sites are selected and the assessments apportioned. Many formulas can be used for allocating costs—distance from the parking, floor area, type of business, etc. Any formula will be controversial. Because the area south of Virginia has less need and is likely to be distant from the first parking structures, assessments there would have to be quite low or a separate district formed or no district formed. All of these issues will require extensive study and negotiation. The important thing is to write provisions into the new zoning regulations that stop creation of a larger parking deficit and at the same time generate pressure for parking district formation.

Regulations that impose all parking burdens on new development would slow but may not stop development, and would do little to ease current problems.

3.4.5. Set Parking Meter Fees to Cover Enforcement Costs Only, Rather than to Raise Revenue

We have not surveyed metered space use separately, nor are we experts in metered space management. Experimentation with time limits and rates may be necessary to achieve the most efficient use of existing space. It seems probable that conversion of some or all spaces now permitting one hour or less to two-hour spaces would allow more relaxed shopping without significantly decreasing turnover. If a public parking program is to be aggressively pursued in North Shattuck, meter rates should be kept as high as traffic will bear and the city should be requested to deposit the surplus over enforcement and maintenance costs in an interest-bearing account earmarked for use by an assessment district.

3.4.6. Establish Neighborhood Preferential Parking Programs

The North Shattuck parking survey found only 25 percent of the blocks surveyed with more than 10 percent average weekday curb parking vacancy. Most close-in Elmwood blocks were below 10 percent vacancy. Where the Bateman preferential parking program is in force, vacancies were much greater—up to 36 percent. Clearly, preferential parking programs would ease parking for residents and businesses in both districts at moderate cost to residents. The outer desirable boundaries of the possible preferential parking areas probably are beyond the survey areas in both districts, and would have to be determined by additional surveys and neighborhood discussion. Any boundary drawn will cause some all-day parkers to relocate just beyond. Businesses will be aided by the added curb supply, which although less convenient than metered spaces will become known to patrons as being available.

3.5. APPEARANCE

3.5.1. Establish Design Review Requirements for All New Structures, Remodeling, Signs, and Repainting

Berkeley currently has no mechanism for regulating design quality in North Shattuck or Elmwood except through use permit conditions. Use permits are required for only a few uses and the use permit process is not intended to encompass design review.

Many California cities require design review in neighborhood commercial districts. Sometimes the result is blandness, but without any design criteria, a city is saying it is not concerned with design quality.

We propose that design approval require the following findings:

— That the proposal will be compatible with an atmosphere of quality and architectural restraint by avoiding forms, materials, and colors that would attract disproportionate attention to the proposed structure.

— That the design will be interesting for pedestrians and will preserve, and where possible enhance, the continuity of key shopping frontages.

— That the design will harmonize with existing structures nearby and, in the case of remodeled space, that the architectural integrity of existing structures will be respected.

— That signs will be harmonious with the architectural design of the buildings and adjacent buildings and will not detract from desirable architectural features.

Berkeley currently has a Design Review Committee consisting of three design professionals and three members of the City Planning Commission. The Committee has not been established by ordinance and it meets infrequently to consider referrals from the Board of Adjustments.

Three alternative design review systems appear feasible:

1. Review by the Design Review Committee with apppeal to the City Council by an interested party. Appeal to the City Planning Commission would not be appropriate because three of its members would have participated in the initial decision.

2. Review by the planning staff with appeal to the City Planning Commission and subsequent appeal to the City Council. The Director of Planning would, at his/her discretion, be authorized to refer an application to the Commission rather than acting on it. This system appears to work well in Oakland's Rockridge, Piedmont Avenue, and Montclair district where most of the proposals are approved by the staff without appeal. Staff review usually can be completed in less time than a procedure involving regularly scheduled meetings.

3. Review by a committee of design professionals with appeal to the City Planning Commission or City Council. At their best, such review committees provide applicants with free professional services. If there is concern that designers may impose too rigid standards, the committee could include realtors, developers, or builders. If professional design committees have a heavy workload, quorums are apt to be difficult to obtain and turnover may be high.

Public participation in the design review process should require notice to adjacent property owners and others who have expressed interest in receiving notice of projects within the district and have paid a fee to cover the cost of notification. Regular notification allows organized neighborhood or business groups to perform a watchdog function.

3.5.2. Designate Elmwood District as a National Register Historic District

Once new zoning regulations are adopted and expectations for the district are stabilized, it may be possible to obtain the consent of 50 percent of the owners necessary for National Register designation. The incentive would be the 25 percent investment tax credit for rehabilitation (although the 1981 tax law allows 20 percent investment tax credit to buildings over 40 years old). If National Register designation is not possible, the city could designate the area a landmark district, with or without owner consent. Landmark designation would strengthen the ability to require preservation of the architectural integrity of all buildings and would allow withholding issuance of demolition permits while efforts to secure preservation are underway.

3.5.3. Do Not Allow Off-Street Parking that Interrupts Retail Street Frontage or Increases Traffic on Residential Streets

This policy would be somewhat contradictory in many instances because location of driveways away from retail frontage usually means that they must be on residential streets. There are no appropriate locations for driveways on College Avenue and few for additional driveways on Shattuck, so most new access points would be on cross streets, relying on the neighborhood traffic control program to route traffic to the arterial streets without traversing the neighborhood.

3.5.4. Require Street Frontage Retail or Service Use on All Parking Sites

No additional Shattuck frontage should be devoted to parking and efforts should be directed to filling in some of the existing parking frontage with stores. The current estimated 208-car parking deficit in North Shattuck would require about 1.6 acres or two 30,000-square-foot levels above an existing parking lot. No study of specific sites has been made, but 100 to 200 feet of Shattuck frontage probably would be needed. Retail frontage to a minimum depth of 20 feet should be provided on Shattuck at the ground level to create retail continuity and to avoid a dominating parking structure.

3.6. SPECIFIC REGULATIONS VS. DISCRETIONARY REVIEW

3.6.1. Write Regulations to Minimize Amount of Discretionary Review of Changes of Use and Development Projects

The decision on whether a particular use is to be permitted should be separated from the issue of what design standards or conditions reasonably should be imposed to enable the use to operate in harmony with the district. Berkeley's Zoning Ordinance as reviewed in 1981 prior to enactment of the moratoria grants broad powers to the Zoning Officer to issue use permits in the C-1, C-1A, and C-1B districts after finding that the proposal will not be "detrimental" or "injurious." Section 20.1 provides that "If in the judgment of the Zoning Officer an application of any use permit herein above listed has special neighborhood or community significance, he/she may refer it to the Board of Adjustments, in which case the Board of Adjustments shall set the matter for public hearing. . . ." In North Shattuck and Elmwood, this means that the Zoning Officer will be able to act on very few use permits without drawing criticism. The intent of the Berkeley ordinance and most ordinances that grant staff authority to issue use permits is that the decision be made on technical criteria and the use listed is to be permitted if certain conditions are met. The outcome of the use permit process becomes unpredicatable where opposition to use permit approval arises from concern about overconcentration of particular business types, gentrification, or other more subjective criteria that reasonable people will disagree on. If hard decisions must be made about the uses to be permitted, it is desirable that they be made as the ordinance is rewritten.

We recommend that all conditional uses in the North Shattuck and Elmwood districts require public hearings, but that the list of conditional uses be pared to include only those that are so diverse that all needed standards cannot be incorporated in the ordinance or required as a condition of design approval (see Sec. 3.1.1).

These are: churches and schools, hospitals, theaters, commecial recreation, private clubs, and transient residential use. These uses have widely varying sizes, hours of operation, and intensity of activity, making predetermined standards difficult to apply.

3.6.2. Make all Region-Serving Uses and Deviations from Scale Standards (Such as Maximum Store Size, Frontage, Etc.) Subject to a Conditional Use Permit or a Variance, as Appropriate

There will always be a need for variance provisions for sites having conditions not foreseen by the ordinance and we propose no changes. Variances are granted only by the Board of Adjustment after notice and a public hearing, and may be appealed to the City Council or called up by the Council for certification.

A variance may be granted only if the following three (abbreviated) findings are made:

a. There are exceptional circumstances not applying generally to property in the same district.
b. That granting is necessary for preservation of substantial property rights.
c. That granting will not be materially injurious or detrimental to others.

Any provision of the ordinance may be the subject of a variance. We recommend that the ordinance be amended to preclude use variances, as does state law in general law cities.

APPENDIX

TABLE A1
NORTH SHATTUCK PATRON INTERCEPT SURVEY RESULTS

Patron Residence Area

Patrons Living Within 1/2 Mile		Patrons Living Within 1 Mile		Patrons Living Over 1 Mile Away		Total Patrons	
No.	Percent	No.	Percent	No.	Percent	No.	Percent
128	52	53	22	64	26	245	100

Visits to Neighborhood-Serving and Region-Serving Establishments[a]

Visits to Neighborhood-Serving Establishments		Visits to Region-Serving Establishments		Total Visits	
No.	Percent	No.	Percent	No.	Percent
346	79	95	21	441	100

Frequency of Visits by Patrons

Daily		2-5 Per Week		Weekly		1-3 Per Month		Under 1 Per Month		Total Visits	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
93	38	94	38	34	14	12	5	12	5	245	100

[a]See Section 2.1.1 for a description of neighborhood-serving and region-serving establishments.

TABLE A1
(Continued)

Mode of Patron Transportation

Bicycle		Public Transit		Car Driver		Car Passenger		Walk		Total	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
30	12	11	4.5	101	41	21	9	82	33.5	245	100

Visits to Neighborhood and Regional Establishments by Car Drivers and Passengers

Visits to Neighborhood-Serving Establishments		Visits to Region-Serving Establishments		Total Visits by Car	
No.	Percent	No.	Percent	No.	Percent
181	80	45	20	226	100

Location of Parked Cars

Off-Street Lot		Metered Curb		Unmetered Curb		No Response		Total	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
75	62	21	17	18	15	7	6	121	100

Patrons Believing There is a Need for Additional Parking

Yes		No		Don't Know		Total Responses	
No.	Percent	No.	Percent	No.	Percent	No.	Percent
159	65	83	34	3	1	245	100

TABLE A1
(Continued)

Visits to Neighborhood-Serving Establishments by Residence Area

Visits by Patrons Living Within 1/2 Mile		Visits by Patrons Living Within 1 Mile		Visits by Patrons Living Over 1 Mile Away		Total Neighborhood-Serving Establishments Visited	
No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits
188	43	69	16	89	20	346	79

Visits to Region-Serving Establishments by Residence Area

Visits by Patrons Living Within 1/2 Mile		Visits by Patrons Living Within 1 Mile		Visits by Patrons Living Over 1 Mile Away		Total Region-Serving Establishments Visited	
No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits
50	11	20	4.5	25	5.5	95	21

Origination of Patron Trips

Home		School		Shopping		Work		Other		Total	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
145	59	19	8	19	8	29	12	33	13	245	100

TABLE A1
(Continued)

Locations Where Patrons Believe Parking is Needed

Location	Number of Times Mentioned
Everywhere	51
Shattuck and Rose	14
Near North Berkeley Center	11
Near Walnut Square	11

TABLE A2
NORTH SHATTUCK BUSINESS ESTABLISHMENT SURVEY RESULTS

Businesses by Type and Length of Tenancy

Business Type	No Response No.	No Response Percent	Under 1 Year No.	Under 1 Year Percent	1-5 Years No.	1-5 Years Percent	5-10 Years No.	5-10 Years Percent	Over 10 Years No.	Over 10 Years Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	0	—	2	(2.8)	0	—	1	(1.4)	4	(5.6)	7	(9.9)
Category 2: Specialty Foods	0	—	0	—	2	(2.8)	2	(2.8)	1	(1.4)	5	(7.0)
Category 3: Restaurants	0	—	1	(1.4)	4	(5.6)	4	(5.6)	1	(1.4)	10	(14.0)
Category 4: Specialty Shops & Services	1	(1.4)	10	(14.0)	7	(9.8)	8	(11.3)	5	(7.0)	31	(43.7)
Category 5: Automotive Services	0	—	0	—	0	—	1	(1.4)	0	—	1	(1.4)
Category 6: Offices & Financial Institutions	0	—	2	(2.8)	6	(8.4)	2	(2.8)	7	(9.9)	17	(24.0)
TOTAL	1	(1.4)	15	(21.1)	19	(26.6)	18	(25.4)	18	(25.4)	71	(100.0)

Rental Amounts

Business Type	Owner or No Response No.	Owner or No Response Percent	Under $.75 No.	Under $.75 Percent	$.76-$1.00 No.	$.76-$1.00 Percent	$1.01-$1.50 No.	$1.01-$1.50 Percent	Over $1.50 No.	Over $1.50 Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	4	(5.6)	1	(1.4)	1	(1.4)	0	—	1	(1.4)	7	(9.9)
Category 2: Specialty Foods	1	(1.4)	0	—	2	(2.8)	0	—	2	(2.8)	5	(7.0)
Category 3: Restaurants	2	(2.8)	0	—	3	(4.2)	1	(1.4)	1	(1.4)	10	(14.0)
Category 4: Specialty Shops & Services	5	(7.0)	0	—	4	(5.6)	7	(9.8)	8	(11.0)	31	(43.7)
Category 5: Automotive Services	1	(1.4)	0	—	0	—	0	—	0	—	1	(1.4)
Category 6: Offices & Financial Institutions	2	(2.8)	4	(5.6)	2	(2.8)	4	(5.6)	2	(2.8)	17	(24.0)
TOTAL	17	(23.9)	6	(8.4)	12	(16.9)	14	(19.7)	15	(21.1)	71	(100.0)

Note: In Table A2, figures in the percent columns are a percentage of the corresponding number to one decimal place and therefore do not total precisely.

TABLE A2
(Continued)

Lease Termination Date

Business Type	No Lease or Owner No.	No Lease or Owner Percent	No Response No.	No Response Percent	1982–1984 No.	1982–1984 Percent	1985–1988 No.	1985–1988 Percent	1989–1992 No.	1989–1992 Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	3	(4.2)	2	(2.8)	1	(1.4)	1	(1.4)	0	—	7	(9.9)
Category 2: Specialty Foods	2	(2.8)	0	—	0	—	2	(2.8)	1	(1.4)	5	(7.0)
Category 3: Restaurants	3	(4.2)	2	(2.8)	4	(5.6)	1	(1.4)	0	—	10	(14.0)
Category 4: Specialty Shops & Services	3	(4.2)	6	(8.5)	9	(12.7)	12	(16.9)	1	(1.4)	31	(43.7)
Category 5: Automotive Services	0	—	1	(1.4)	0	—	0	—	0	—	1	(1.4)
Category 6: Offices & Financial Institutions	4	(5.6)	1	(1.4)	8	(11.0)	3	(4.2)	1	(1.4)	17	(23.9)
TOTAL	15	(21.1)	12	(16.9)	22	(30.9)	19	(26.8)	3	(4.2)	71	(100.0)

Satisfaction with Space and Location

Business Type	No Response No.	No Response Percent	Adequate Space No.	Adequate Space Percent	Need More Space No.	Need More Space Percent	Adequate Location No.	Adequate Location Percent	Inadequate Location No.	Inadequate Location Percent
Category 1: Neighborhood Convenience Stores & Services	0	—	4	(5.6)	3	(4.2)	6	(8.4)	1	(1.4)
Category 2: Specialty Foods	0	—	2	(2.8)	3	(4.2)	5	(7.0)	0	—
Category 3: Restaurants	0	—	1	(1.4)	9	(12.7)	8	(11.0)	2	(2.8)
Category 4: Specialty Shops & Services	1	(1.4)	26	(36.6)	4	(5.6)	30	(42.3)	0	—
Category 5: Automotive Services	0	—	1	(1.4)	0	—	1	(1.4)	0	—
Category 6: Offices & Financial Institutions	0	—	10	(14.0)	7	(9.8)	16	(22.5)	1	—
TOTAL	1	(1.4)	44	(61.9)	26	(36.6)	66	(92.9)	4	(5.6)

TABLE A2
(Continued)

Locations that Would be Considered if Moving[a]

Business Type	No Response No.	No Response Percent	Nearby No.	Nearby Percent	Downtown No.	Downtown Percent	Other Berk. No.	Other Berk. Percent	Outside Berk. No.	Outside Berk. Percent
Category 1: Neighborhood Convenience Stores & Services	0	—	6	(8.4)	0	—	2	(2.8)	2	(2.8)
Category 2: Specialty Foods	0	—	4	(5.6)	1	(1.4)	2	(2.8)	2	(2.8)
Category 3: Restaurants	3	(4.2)	5	(7.0)	0	—	1	(1.4)	2	(2.8)
Category 4: Specialty Shops & Services	13	(18.3)	12	(16.9)	3	(4.2)	5	(7.0)	7	(9.8)
Category 5: Automotive Services	1	(1.4)	0	—	0	—	0	—	0	—
Category 6: Offices & Financial Institutions	3	(4.2)	9	(12.7)	3	(4.2)	4	(5.6)	6	(8.4)
TOTAL	20	(28.2)	36	(50.7)	7	(9.8)	14	19.7	19	(26.8)

Average Number of Visitors Per Day

Business Type	No Response	1-50	51-100	101-200	201-300	301-400	401-500	Over 500
Category 1: Neighborhood Convenience Stores & Services	0	4	0	0	0	0	2	1
Category 2: Specialty Foods	0	0	1	0	2	1	1	0
Category 3: Restaurants	2	0	3	2	2	1	0	0
Category 4: Specialty Shops & Services	7	13	7	4	0	0	0	0
Category 5: Automotive Services	0	0	0	0	0	1	0	0
Category 6: Offices & Financial Institutions	2	14	1	0	0	0	0	0
TOTAL	11	31	12	6	4	3	3	1

[a]Totals over 100% because some businesses would consider more than one location.

TABLE A2
(Continued)

Estimated Modes of Travel (Average of Responses for Category)

Business Type	Percentage Driving	Percentage Bus or Bart	Percentage Bicycle	Percentage Walk Home	Percentage Walk Work
Category 1: Neighborhood Convenience Stores & Services	61	6	6	18	9
Category 2: Specialty Foods	63	4	4	22	7
Category 3: Restaurants	60	3	3	16	12
Category 4: Specialty Shops & Services	51	4	4	18	22
Category 5: Automotive Services	98	0	2	0	0
Category 6: Offices & Financial Institutions	75	4	5	9	7
AVERAGE PERCENT	68	4	4	14	10

Estimated Percentage of Patrons Living More than One-Half Mile Away

Business Type	No Response	Under 25%	25-75%	Over 75%
Category 1: Neighborhood Convenience Stores & Services	0	0	4	3
Category 2: Specialty Foods	1	0	4	0
Category 3: Restaurants	1	0	7	2
Category 4: Specialty Shops & Services	4	3	13	11
Category 5: Automotive Services	0	0	0	1
Category 6: Offices & Financial Institutions	3	2	3	9
TOTAL NUMBER OF BUSINESSES RESPONDING	9	5	31	26

TABLE A2
(Continued)

Willingness to Pay for Parking

Business Type	No Response No.	No Response Percent	Yes No.	Yes Percent	No No.	No Percent	Maybe No.	Maybe Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	1	(1.4)	0	—	2	(2.8)	4	(5.6)	7	(9.9)
Category 2: Specialty Foods	0	—	0	—	0	—	5	(7.0)	5	(7.0)
Category 3: Restaurants	0	—	2	(2.8)	3	(4.2)	5	(7.0)	10	(14.0)
Category 4: Specialty Shops & Services	1	(1.4)	6	(8.4)	12	(16.9)	12	(16.9)	31	(43.7)
Category 5: Automotive Services	0	—	0	—	1	(1.4)	0	—	1	(1.4)
Category 6: Offices & Financial Institutions	0	—	11	(15.5)	1	(1.4)	5	(7.0)	17	(23.9)
TOTAL	2	(2.8)	19	(26.8)	19	(26.8)	31	(43.6)	71	(100.0)

TABLE A3
ELMWOOD PATRON INTERCEPT SURVEY RESULTS

Patron Residence Area

Patrons Living Within 1/2 Mile		Patrons Living Within 1 Mile		Patrons Living Over 1 Mile Away		Total Patrons	
No.	Percent	No.	Percent	No.	Percent	No.	Percent
94	63	32	21	24	16	150	100

Visits to Neighborhood-Serving and Region-Serving Establishments[a]

Visits to Neighborhood-Serving Establishments		Visits to Region-Serving Establishments		Total Visits	
No.	Percent	No.	Percent	No.	Percent
250	69	113	31	363	100

Frequency of Visits by Patrons

Daily		2-5 Per Week		Weekly		1-3 Per Month		Under 1 Per Month		Total Visits	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
22	15	84	56	30	20	8	5	6	4	150	100

[a]See Section 2.1.1 for a description of neighborhood-serving and region-serving establishments.

TABLE A3
(Continued)

Visits to Neighborhood-Serving Establishments by Residence Area

Visits by Patrons Living Within 1/2 Mile		Visits by Patrons Living Within 1 Mile		Visits by Patrons Living Over 1 Mile Away		Total Neighborhood-Serving Establishments Visited	
No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits
165	45.5	49	13.5	36	10	250	69

Visits to Region-Serving Establishments by Residence Area

Visits by Patrons Living Within 1/2 Mile		Visits by Patrons Living Within 1 Mile		Visits by Patrons Living Over 1 Mile Away		Total Region-Serving Establishments Visited	
No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits	No.	Percent of Total Visits
73	20	25	7	15	4	113	31

Origination of Patron Trips

Home		School		Shopping		Work		Other		Total	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
118	78.5	10	7	8	5	10	7	4	2.5	150	100

TABLE A3
(Continued)

Mode of Patron Transportation

Bicycle		Public Transit		Car Driver		Car Passenger		Walk		Total	
No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
15	10	12	8	49	33	2	1	72	48	150	100

Visits to Neighborhood and Regional Establishments by Car Drivers and Passengers

Visits to Neighborhood-Serving Establishments		Visits to Region-Serving Establishments		Total Visits by Car	
No.	Percent	No.	Percent	No.	Percent
72	59.5	49	40.5	121	100

Location of Parked Cars

Off-Street Lot		Metered Curb		Unmetered Curb		Total	
No.	Percent	No.	Percent	No.	Percent	No.	Percent
10	21	2	4	36	75	48	100

TABLE A4
ELMWOOD BUSINESS ESTABLISHMENT SURVEY RESULTS

Businesses by Type and Length of Tenancy

Business Type	Under 1 Year No.	Under 1 Year Percent	1-5 Years No.	1-5 Years Percent	5-10 Years No.	5-10 Years Percent	Over 10 Years No.	Over 10 Years Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	1	(3.1)	1	(3.1)	0	—	7	(21.9)	9	(28.1)
Category 2: Specialty Foods	0	—	0	—	1	(3.1)	1	(3.1)	2	(6.2)
Category 3: Restaurants	2	(6.2)	0	—	0	—	1	(3.1)	3	(9.4)
Category 4: Specialty Shops & Services	0	—	3	(9.4)	1	(3.1)	13	(40.6)	17	(53.2)
Category 6: Offices & Financial Institutions	0	—	0	—	0	—	1	(3.1)	1	(3.1)
TOTAL	3	(9.3)	4	(12.4)	2	(6.2)	23	(71.9)	32	(100.0)

Rental Amounts

Business Type	Owner or No Response No.	Owner or No Response Percent	Under $.75 No.	Under $.75 Percent	$.76-$1.00 No.	$.76-$1.00 Percent	$1.01-$1.50 No.	$1.01-$1.50 Percent	Over $1.50 No.	Over $1.50 Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	3	(9.4)	3	(9.4)	1	(3.1)	1	(3.1)	1	(3.1)	9	(28.1)
Category 2: Specialty Foods	0	—	1	(3.1)	1	(3.1)	0	—	0	—	2	(6.2)
Category 3: Restaurants	0	—	0	—	1	(3.1)	2	(6.2)	0	—	3	(9.4)
Category 4: Specialty Shops & Services	6	(18.7)	3	(9.4)	4	(12.5)	0	—	0	—	17	(53.2)
Category 6: Offices & Financial Institutions	0	—	1	(3.1)	0	—	0	—	0	—	1	(3.1)
TOTAL	10	(31.2)	9	(28.1)	8	(25.0)	3	(9.4)	1	(3.1)	32	(100.0)

Note: In Table A4, figures in the percent columns are a percentage of the corresponding number to one decimal place and therefore do not total precisely.

TABLE A4
(Continued)

Lease Termination Date

Business Type	No Lease or Owner No.	Percent	No Response No.	Percent	1982-1984 No.	Percent	1985-1988 No.	Percent	1989-1992 No.	Percent	Total No.	Percent
Category 1: Neighborhood Convenience Stores & Services	1	(3.1)	1	(3.1)	5	(15.6)	2	(6.2)	0	—	9	(28.1)
Category 2: Specialty Foods	0	—	0	—	1	(3.1)	0	—	1	(3.1)	2	(6.2)
Category 3: Restaurants	0	—	0	—	0	—	0	—	2	(6.2)	3	(9.4)
Category 4: Specialty Shops & Services	1	(3.1)	6	(18.7)	2	(6.2)	3	(9.4)	0	—	17	(53.2)
Category 6: Offices & Financial Institutions	0	—	0	—	0	—	1	(3.1)	0	—	1	(3.1)
TOTAL	1	(3.1)	8	(25.0)	8	(25.0)	7	(21.9)	3	(9.4)	32	(100.0)

Satisfaction With Space and Location

Business Type	Adequate Space No.	Percent	Need More Space No.	Percent	Adequate Location No.	Percent	Inadequate Location No.	Percent
Category 1: Neighborhood Convenience Stores & Services	7	(21.9)	2	(6.2)	7	(21.9)	0	—
Category 2: Specialty Foods	1	(3.1)	1	(3.1)	0	—	1	(3.1)
Category 3: Restaurants	1	(3.1)	2	(6.2)	1	(3.1)	0	—
Category 4: Specialty Shops & Services	15	(46.9)	2	(6.2)	12	(37.5)	1	(3.1)
Category 6: Offices & Financial Institutions	1	(3.1)	0	—	1	(3.1)	0	—
TOTAL	25	(78.1)	7	(21.9)	21	(65.6)	2	(6.2)

TABLE A4
(Continued)

Locations that Would be Considered if Moving[a]

Business Type	No Response No.	No Response Percent	Nearby No.	Nearby Percent	Downtown No.	Downtown Percent	Other Berk. No.	Other Berk. Percent	Outside Berk. No.	Outside Berk. Percent
Category 1: Neighborhood Convenience Stores & Services	1	(3.1)	5	(15.6)	0	—	0	—	4	(12.5)
Category 2: Specialty Foods	1	(3.1)	0	—	0	—	1	(3.1)	0	—
Category 3: Restaurants	2	(6.2)	1	(3.1)	0	—	0	—	1	(3.1)
Category 4: Specialty Shops & Services	4	(12.5)	9	(28.1)	2	(6.2)	4	(12.5)	5	(15.6)
Category 6: Offices & Financial Institutions	0	—	1	(3.1)	0	—	0	—	0	—
TOTAL	8	(25.0)	16	(50.0)	2	(6.2)	5	(15.6)	10	(31.2)

Average Number of Visitors Per Day

Business Type	No Response	1-50	51-100	101-200	201-300	301-400	401-500	Over 500
Category 1: Neighborhood Convenience Stores & Services	0	3	1	2	2	1	0	0
Category 2: Specialty Foods	0	0	0	0	0	1	0	1
Category 3: Restaurants	0	0	1	2	0	0	0	0
Category 4: Specialty Shops & Services	6	7	3	0	1	0	0	0
Category 6: Offices & Financial Institutions	0	1	0	0	0	0	0	0
TOTAL	6	11	5	4	3	2	0	1

[a]Totals over 100% because some businesses would consider more than one location.

TABLE A4
(Continued)

Estimated Modes of Travel (Average of Responses for Category)

Business Type	Percentage Driving	Percentage Bus or Bart	Percentage Bicycle	Percentage Walk Home	Percentage Walk Work
Category 1: Neighborhood Convenience Stores & Services	50	10	4	29	7
Category 2: Specialty Foods	35	10	7	42	6
Category 3: Restaurants	43	0	2	28	27
Category 4: Specialty Shops & Services	47	10	2	36	8
Category 6: Offices & Financial Institutions	60	0	0	35	5
AVERAGE PERCENT	47	6	3	34	10

Estimated Percentage of Patrons Living More than One-Half Mile Away

Business Type	No Response	Under 25%	25-75%	Over 75%
Category 1: Neighborhood Convenience Stores & Services	0	2	5	2
Category 2: Specialty Foods	0	1	1	0
Category 3: Restaurants	0	2	1	0
Category 4: Specialty Shops & Services	0	1	11	5
Category 6: Offices & Financial Institutions	0	1	0	0
TOTAL NUMBER OF BUSINESSES RESPONDING	0	7	18	7

TABLE A4
(Continued)

Willingness to Pay for Parking

Business Type	Yes No.	Yes Percent	No No.	No Percent	Maybe No.	Maybe Percent	Total No.	Total Percent
Category 1: Neighborhood Convenience Stores & Services	1	(3.1)	4	(12.5)	4	(12.5)	9	(28.1)
Category 2: Specialty Foods	1	(3.1)	0	—	1	(3.1)	2	(6.2)
Category 3: Restaurants	0	—	3	(9.4)	0	—	3	(9.4)
Category 4: Specialty Shops & Services	3	(9.3)	10	(31.2)	4	(12.5)	17	(53.2)
Category 6: Offices & Financial Institutions	0	—	0	—	1	(3.1)	1	(3.1)
TOTAL	5	(15.6)	17	(53.1)	10	(31.2)	32	(100.0)